AMENDED IN SENATE AUGUST 20, 2008
AMENDED IN SENATE JUNE 30, 2008
AMENDED IN SENATE JUNE 17, 2008
AMENDED IN ASSEMBLY MAY 23, 2008
AMENDED IN ASSEMBLY APRIL 8, 2008
AMENDED IN ASSEMBLY APRIL 3, 2008

CALIFORNIA LEGISLATURE—2007–08 REGULAR SESSION

ASSEMBLY BILL

No. 2818

Introduced by Assembly Member Jones

February 22, 2008

An act to add *and repeal* Section 34315.8 to of the Health and Safety Code, relating to housing.

LEGISLATIVE COUNSEL'S DIGEST

AB 2818, as amended, Jones. Housing.

The Housing Authorities Law requires the disposal of real property owned by a housing authority to be for certain purposes and in a specified order of priority.

This bill would, *until January 1, 2019*, prohibit a housing authority from disposing of housing units affordable to low- and moderate-income households, as defined, unless certain conditions are met.

The bill would, *until that date*, require a housing authority to take certain actions in order to achieve full replacement of the units disposed of pursuant to these provisions.

Vote: majority. Appropriation: no. Fiscal committee: no. State-mandated local program: no.

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The people of the State of California do enact as follows:

SECTION 1. The Legislature finds and declares both of the following:

- (a) In view of the significant reduction in recent years in federal funding for conventional public housing owned and operated by housing authorities in the state of California and nationally under the United States Housing Act of 1937 (Public Law 75-412), as amended, housing authorities in the state of California must employ newly available and innovative methods to continue to fund their operations and to fulfill their mission to provide decent, safe, and sanitary housing to extremely low, very low, and low-income households.
- (b) Until and unless a dedicated source of funds is established to replace lost federal funding, housing authorities must balance the need to generate revenue sufficient to sustain and improve their operations with their need and desire to continue to serve those households traditionally served by conventional public housing in California. At the same time, the Legislature supports the housing authorities' need to improve and replace their aging public housing inventory. Housing authorities are encouraged and permitted to use all appropriate financing and subsidy resources to achieve these goals, including, but not limited to, disposition, reconstruction, rehabilitation, and replacement of conventional public housing units, subject to the provisions of this act.
- (c) California is experiencing a severe and persistent shortage of affordable housing that requires every effort be made to preserve existing affordable housing, particularly those units owned and managed by public entities. Public housing is a unique and valuable resource that provides housing for the lowest income residents of the state, particularly extremely low income households. It is critical to the achievement of the state's housing goals that every effort be made to minimize the loss of housing units affordable to Californians most in need of stable, permanent housing. The Legislature encourages local governments and housing authorities to make a maximum effort to achieve the preservation, improvement, and development of housing opportunities for extremely low income households, consistent with the provisions of this act.

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SEC. 2. Section 34315.8 is added to the Health and Safety Code, to read:

- 34315.8. (a) For purposes of this section, the following definitions apply:
- (1) "Affected resident" means any person legally residing in a housing unit subject to disposition. Where notice is required to be provided to affected residents pursuant to this section, the notice may be provided to the head of household for each housing unit subject to disposition.
 - (2) "Affordable rent" has the same meaning as in Section 50053.
- (3) "Board" means the board of commissioners of the housing authority.
- (4) "Disposition" means the authority's transfer or conveyance of one or more public housing units for which the authority is required to submit a disposition application to the United States Department of Housing and Urban Development under Section 1437(p) of Title 42 of the United States Code.
- (5) "Financially feasible" includes all sources and uses of funds for the replacement housing units for the periods of predevelopment, development, and operation for the duration of the maximum feasible affordability period. Revenue and equity from the units disposed of, less the costs of disposition, are considered sources for the purpose of this paragraph.
- (6) "Good cause tenant protection" means a lease or regulatory agreement that prohibits the termination of the tenant's occupancy in the unit except upon a showing of good cause. In the absence of a good cause provision imposed on the replacement units by any other state or federal law, "good cause" means the nonpayment of rent or allegation of facts necessary to prove major, or repeated minor, violations of material provisions of the occupancy agreement.
- (7) "Housing choice voucher" refers to assistance provided pursuant to Section 1437f(o) of Title 42 of the United States Code.
- (8) "In place disposition" means a disposition that does not initially include the demolition of existing units and does not permanently displace existing residents, except those ineligible for housing choice vouchers.
- (9) "Maximum feasible affordability period" means that the covenants recorded against the unit shall require continued

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1 affordability for the longest feasible time but not for less than 55 years.

- (10) "Opportunity to grieve an action or omission" means a provision in a lease or regulatory agreement that provides the tenant with a specific process by which to lodge a grievance and have it be fairly resolved.
- (11) "Replacement housing unit" means a housing unit that meets all of the criteria described in subdivision (e).
- (b) There shall be no disposition by a housing authority unless all of the following conditions are met:
 - (1) The authority has done all of the following:
- (A) Notified, in writing, the affected residents of the authority's intention to adopt a public housing authority plan, any similar plan subsequently required by the United States Department of Housing and Urban Development, or an amendment to that plan, if a plan or amendment is required, that will include a provision to seek disposition not less than 30 days prior to the adoption of the plan or an amendment to the plan, unless the adoption occurred prior to January 1, 2009.
- (B) Consulted with affected residents on the development of the disposition application through at least one meeting open to all affected residents. Not less than 30 days prior to the meeting, affected residents shall receive written notice of the meeting, and the authority shall make available a summary of the preliminary disposition application, the draft replacement housing plan, and any available information regarding the potential for temporary or permanent relocation and the potential relocation benefits to which displaced residents may be entitled.
- (C) Held one or more public hearings on the request for disposition prior to the submittal of the request. Not less than 30 days prior to a public hearing of the authority that includes on its agenda a resolution to make an application for disposition, the authority shall provide the affected residents and, upon request, other community members, with notice of the hearing, a summary of the proposed disposition application, the proposed housing replacement plan, and any available information regarding the potential for temporary or permanent displacement and the potential relocation benefits to which displaced residents may be entitled. At the time notice of the hearing is given, the authority shall make the proposed disposition application and replacement

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housing plan available online, if possible, and upon request for review and copying at the office of the authority.

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- (2) The authority shall provide relocation assistance for all families and persons to be temporarily or permanently displaced from the units to be disposed of and shall make all of the payments required by Chapter 16 (commencing with Section 7260) of Division 7 of Title 1 of the Government Code.
- (3) The authority shall require in a covenant recorded against the replacement housing unit pursuant to subdivision (c) prior to the time that replacement housing units are made available that any households displaced from units subject to disposition or disposed of shall be given, with respect to the initial occupancy of any replacement housing unit, the first right of refusal to rent any available replacement units for which the family qualifies according to regulatory, funding, and reasonable housing authority board-approved criteria, provided that units are not required to be held vacant for this purpose. This right of first refusal shall have precedence over households not displaced by disposition activity. The authority may adopt reasonable procedures to establish priority among households eligible for this right. The authority shall require an appeal procedure for any displaced resident who is found unqualified to occupy a replacement unit.
- (4) Except as provided in subdivision (f), the authority shall require that each unit subject to disposition be replaced in a comparable replacement project. For the purposes of this section, "comparable replacement project" means, in aggregate, a unit or units in one or more buildings on one or more sites in one or more phases that meet all of the following requirements:
- (A) The aggregate number of bedrooms in the project is equal to or greater than the aggregate number of bedrooms in the units subject to disposition, except that an authority may reduce the aggregate number of bedrooms in the comparable replacement project if it makes a written finding, based on substantial evidence in the record, in its replacement housing plan that the approved bedroom mix is consistent with documented housing need in the community and that replacing fewer than all bedrooms is in the best interests of the community and the residents after considering the consolidated plan described in Section 12705 of Title 42 of the United States Code, the general plan housing element described in Article 10.6 (commencing with Section 65580) of Chapter 3 of

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Division 1 of Title 7 of the Government Code, the authority's wait lists, the 5-year public housing authority plan and, at the discretion of the authority, other publicly-adopted local plans. Any judicial action attacking the validity of that finding shall be brought no more than 60 days from the date the board adopts that finding in the replacement housing plan.

- (B) The project achieves full replacement of the units, as described in subdivision (e).
- (C) The units provide good cause tenant protections and opportunities to grieve actions and omissions.
- (D) The units will remain available at affordable rent to, and occupied by, eligible households in accordance with subdivision (e) for the maximum feasible affordability period.
- (E) Affordability of each replacement housing unit and the terms described in subparagraphs (C) and (D) shall be ensured by the execution and recordation of covenants and restrictions against the replacement housing units pursuant to subdivision (c) prior to the time that the replacement housing units are made available.
- (F) (i) A replacement housing unit shall be available for occupancy not less than five years following the date of disposition or, in the case of an in-place disposition, not less than five years from the date of permanent vacation.
- (ii) Notwithstanding clause (i), if replacement housing units are to be provided in two or more phases, the first phase shall be available for occupancy not less than five years following the date of disposition and each subsequent phase shall be available for occupancy not less than two years following the deadline for the previous phase, except that all replacement housing units shall be provided within 10 years following the date of disposition.
- (iii) In the event of a violation of this subparagraph, if a court finds that the authority has taken all feasible and prudent actions to comply and has failed to comply for reasons beyond its control, the court may grant a reasonable extension to the deadlines of this subparagraph.
- (G) (i) An authority may replace up to 100 percent of the units in the comparable replacement project by acquiring or causing to be acquired units or buildings that are vacant or have yet to receive a certificate of occupancy.
- (ii) An authority may replace up to 50 percent of the units in the comparable replacement project by acquiring or causing to

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be acquired or through the recording of affordability covenants on units that are not vacant, provided that the rents for the units being acquired or restricted, individually or on average, are greater than the affordable rent for the income category to which the units are credited pursuant to paragraph (4) of subdivision (e).

- (5) The authority has adopted a replacement housing plan at a public hearing that takes place prior to, or concurrent with, the public hearing on the application for disposition, but not less than 30 days after the authority has provided the proposed replacement plan pursuant to subparagraph (C) of paragraph (1) of subdivision (b). The replacement housing plan shall include, but is not limited to, all of the following:
- (A) The general location of housing subject to disposition, the number of units proposed to be disposed of by bedroom size, and the location of replacement housing to be provided pursuant to this section.
- (B) An adequate means of financing the replacement housing, including, but not limited to, the subsidies to be utilized to ensure affordability of the dwelling units.
- (C) A finding that the replacement housing does not require the approval of the voters pursuant to Article XXXIV of the California Constitution or that the approval has been obtained.
- (D) The number of dwelling units housing persons and families of extremely low, very low, low-, or moderate-income planned for the replacement housing.
- (E) The timetable for meeting the plan's replacement housing objectives and to make application for replacement or relocation vouchers pursuant to subdivision (e). In the event the authority proposes an in place disposition, the plan shall describe the provisions for long-term affordability of the replacement housing to the extent determined. A dwelling unit whose replacement is required by this section but for which no replacement housing plan has been prepared, shall not be disposed of until the authority has adopted a replacement housing plan.
- (6) Except as provided in paragraph (5) of subdivision (f), the authority shall notify all affected residents of significant changes to the replacement housing plan within 21 days after making the change. "Significant changes" shall mean material changes in the plan likely to substantially affect the rights of affected residents,

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including, but not limited to, the location of replacement units, the number or size of the replacement units, the restrictions on occupancy for seniors or people with disabilities in the replacement units, and the affordability levels associated with the replacement units. A violation of this paragraph shall not invalidate any actions to replace disposed of units in a comparable replacement project.

- (c) (1) Notwithstanding any other provision of law, the authority shall require the recording in the office of the county recorder of the covenants or restrictions implementing this section for each parcel or unit of real property subject to this section. These covenants and restrictions shall run with the land. The authority shall obtain and maintain a copy of the recorded covenants or restrictions for not less than the life of the covenant or restriction.
- (2) The covenants or restrictions implementing this section shall be enforceable against any owner who violates a covenant or restriction and each successor in interest who continues the violation, by any of the following:
 - (A) The authority.
 - (B) An affected resident.
- (C) A residents' association with members who reside in units subject to this section.
- (D) A former resident of a unit subject to this section who last resided in that unit.
- (E) An applicant for a replacement housing unit who is a member of a lower income household, as defined in Section 50079.5, and who is eligible and willing to occupy the unit.
- (3) A dwelling unit shall not be counted as satisfying the replacement requirements of this section, unless all covenants for that dwelling unit required by this section are recorded in compliance with paragraph (1).
- (d) This section shall not apply to a disposition for which a substantially completed disposition application is submitted to the United States Department of Housing and Urban Development prior to January 1, 2009. For purposes of this subdivision, a "substantially completed disposition application" is one that substantially includes all required certifications and supporting documentation.
- (e) To achieve full replacement of the units disposed of pursuant to this section, the authority shall do all of the following:

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(1) Apply to the United States Department of Housing and Urban Development for tenant protection or replacement vouchers to replace each unit subject to disposition. If an authority does not operate a voucher program, the authority shall contract with another authority to apply for and administer the tenant protection or relocation vouchers, if possible. The authority is not required to make application for vouchers pursuant to this paragraph if the United States Department of Housing and Urban Development has no authority to issue tenant protection or replacement vouchers.

- (2) Utilize or cause to be utilized project-based vouchers, as provided by Section 1437f(o)(13) of Title 42 of the United States Code, to subsidize replacement housing units to the maximum extent allowed by federal statute or regulation, as reasonably determined by the authority. For the purposes of this paragraph, an authority that participates in the Families Moving To Work Program may elect to apply any per-project caps on the percentage of project-based vouchers or any cap on the percentage of vouchers which an authority may project-base established by federal regulation or statute and applied to authorities that do not participate in the Families Moving To Work Program. If an authority does not operate a project-based voucher program, the authority shall contract with another authority to apply for and administer project-based vouchers, if possible. This paragraph does not require an authority to alter the placement, phasing, or design of developments that will include replacement housing units.
- (3) In addition to utilizing project-based vouchers as required by paragraph (2), an authority may utilize or cause to be utilized other project-based assistance described in this paragraph. That assistance may be used to reduce or replace the requirement to utilize project-based vouchers, except that if the authority makes the finding described in subparagraph (F) of paragraph (4) of subdivision (e), the requirement to utilize project-based vouchers shall only be reduced or replaced to the extent that at least 50 percent of the units in the comparable replacement project are covered by a project-based voucher or other project-based assistance described in this paragraph. For the purposes of this paragraph, project-based assistance includes all of the following:

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(A) Assistance provided pursuant to Section 202 of the Housing Act of 1959 (12 U.S.C. Sec. 1701a) or Section 811 of the Cranston-Gonzalez National Affordable Housing Act (42 U.S.C. Sec. 8013), provided that, for purposes of this paragraph, the authority may only utilize or cause to be utilized assistance pursuant to Section 202 of Public Law 86-372 or another comparably affordable income-based rental assistance program restricted to seniors for a number of replacement housing units up to the number of units occupied or restricted to occupancy by senior households at the time the board approves the disposition application.

- (B) Rental payments permitted by Section 1437a of Title 42 of the United States Code.
- (C) Rental assistance as provided by Section 1490a of Title 42 of the United States Code.
- (D) Another project-based subsidy providing a comparably affordable income-based rent.
- (4) Replace all units disposed of with units subject to affordability covenants recorded pursuant to subdivision (c) as follows:
- (A) For the number of public housing units occupied by households with incomes equal to or less than extremely low income at the time the board approves the disposition application, at least an equal number of replacement housing units shall be made available at an affordable rent to, and occupied by, extremely low income households. Any replacement housing unit subject to a project-based subsidy utilized pursuant to paragraphs (2) and (3) shall be deemed to be a unit made available at an affordable rent to, and occupied by, an extremely low income household for purposes of this paragraph.
- (B) For the number of public housing units occupied by households with incomes greater than extremely low income, but equal to or less than very low income, at the time the board approves the disposition application, an equal number of replacement housing units may be made available at an affordable rent to, and occupied by, very low income households.
- (C) For the number of public housing units occupied by households with incomes greater than very low income at the time the board approves the disposition application, an equal number

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of replacement housing units may be made available at an affordable rent to, and occupied by, lower income households.

- (D) For the number of public housing units unoccupied at the time the board approves the disposition application, an equal number of replacement housing units shall be made available at an affordable rent to, and occupied by extremely low, very low, and low-income households in the same proportion identified in subparagraphs (A), (B), and (C).
- (E) For the purposes of this paragraph, income levels of households shall be determined by the last income certification preceding the date on which the board approves the disposition application.
- (F) Notwithstanding subparagraph (A), if the authority makes a written finding based on substantial evidence in the record that providing the number of replacement housing units made available at an affordable rent to extremely low income households required by subparagraph (A) is not financially feasible, then those units may be made available at an affordable rent to, and occupied by very low income households or, if still infeasible, to the lowest percent of area median income financially feasible up to 60 percent of the area median income. Any judicial action attacking the validity of the financial feasibility finding shall be brought no more than 60 days from the date the board of the authority adopts that finding in the replacement housing plan.
- (5) Make replacement housing units available at a monthly rent equal to or less than the payment standard pursuant to Section 1437f of Title 42 of the United States Code.
- (6) Ensure that the provider of replacement housing units shall participate in the housing choice voucher program, shall not limit the number of voucher holders who may occupy units, and shall affirmatively market to housing choice voucher holders.
- (7) Ensure that for any replacement housing unit whose affordability relies upon rental subsidies, the housing provider shall continue to accept the subsidy, if offered, for the maximum feasible affordability period unless continued acceptance would make the units not financially feasible.
- (8) Record against the replacement housing units in accordance with subdivision (c) restrictive covenants that include the terms contained in paragraphs (5), (6), and (7) prior to the time that the replacement housing units are made available.

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(f) If an authority completes an in place disposition, the authority shall comply with all of the following:

- (1) The authority shall provide housing choice vouchers to all eligible affected residents. Compliance with this paragraph shall be deemed to fulfill compliance with paragraph (1) of subdivision (e).
- (2) The authority shall require that, excluding temporary relocation, all eligible affected residents be permitted to continue tenancy in their existing units until the time those units are permanently vacated for any reason, provided that those units may be permanently vacated or demolished by the owner only with the consent of the authority. Those tenancies shall be subject to good cause tenant protection, provided that protection shall not be construed to prevent the permanent vacation of the units by the owner. The authority shall require that residents of existing units be provided relocation assistance pursuant to paragraph (2) of subdivision (b) upon the owner causing the units to be permanently vacated.
- (3) The authority shall require that when all affected residents vacate a disposed of unit, the unit will be rented either to another voucher holder or be made available at an affordable rent to, and occupied by, a household earning less than 60 percent of the area median income, until the time the disposed of unit is permanently vacated.
- (4) The authority shall replace all units disposed of in a comparable replacement project, except as follows:
- (A) For purposes of determining compliance with subparagraphs (A) to (D), inclusive, of paragraph (4) of subdivision (e), the authority may substitute the occupancy of units at the time the disposed of units are permanently vacated or at the time covenants are recorded pursuant to subparagraph (B) of this paragraph for the occupancy of units at the time the board approved the disposition application. In that case, the income levels of households shall be determined by the last income certification preceding the date the disposed of units are permanently vacated or the date covenants are recorded pursuant to subparagraph (B) of this paragraph.
- (B) If some or all of the disposed of units have not otherwise been included within a comparable replacement project that will replace the units offsite or through onsite redevelopment in

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accordance with the deadline established in subparagraph (F) of paragraph (4) of subdivision (b), the authority, with respect to all remaining disposed of units, shall comply with all the requirements for a comparable replacement project and record covenants against those remaining units in accordance with subdivision (c) not more than seven years following the date of the disposition.

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- (5) Prior to the permanent vacation of substantially all of the disposed of units or to the recording of covenants pursuant to paragraph (4), the authority shall update its replacement housing plan in accordance with paragraph (5) of subdivision (b). The authority shall provide notice of the hearing and the proposed update to the replacement housing plan to current households and, upon request, any interested party not less than 30 days prior to the hearing.
- (6) The authority shall ensure that the owner of disposed of housing units complies with the provisions of paragraphs (2) and (3). The authority shall, at the time of disposition, adopt reasonable measures described in its replacement housing plan to ensure compliance, including, but not limited to, recorded covenants, ground leases, option agreements, or contractual arrangements binding subsequent owners, provided that the authority shall remain obligated to replace or cause all such units to be replaced in a comparable replacement project in accordance with paragraph (4). In the event the owner fails to comply with paragraphs (2) and (3), the authority shall affirmatively act to enforce these requirements or make units available in compliance with paragraphs (2) and (3).
- (g) An authority that completes a disposition pursuant to this section shall be exempt from Section 34315.7.
- (h) No provision of this section shall be construed to prevent, limit, or restrict any requirement imposed by the United States Department of Housing and Urban Development or by any federal law or regulation as a condition of a disposition, including, but not limited to, any restriction on the use of disposition proceeds, any requirement for property to revert to the United States Department of Housing and Urban Development, or any requirement to record superior restrictive covenants in favor of the United States Department of Housing and Urban Development.

(i) This section shall remain in effect only until January 1, 2019, and as of that date is repealed, unless a later enacted statute, that is enacted before January 1, 2019, deletes or extends that date.

All matter omitted in this version of the bill appears in the bill as amended in Senate, June 30, 2008 (JR11)